

**PUBLIC**

<p><b>PAPER</b> <b>BOD 71/2011</b> (Agenda Item: 17)</p>
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**Report to the Meeting of the  
Oxford Health NHS Foundation Trust  
Board of Directors**

**27 April 2011**

**Emergency Planning Annual Report 2010/11**

**For: Information**

The Trust's Emergency Planning Annual Report 1 April 2010 – 31 March 2011 provides the Board with an overview of the main emergency planning/business continuity activities and issues for 2010/11. The report has been written pursuant to section 5.9.2 of the NHS Emergency Planning Guidance which recommends that Boards receive an annual report on emergency planning and preparedness.

The Annual Report also provides an overview of the main emergency planning issues for the Trust in 2011/12.

**Recommendation**

The Board is asked to note the contents of the Annual Report.

**Author and Title:** Justinian Habner, Trust Secretary  
**Lead Executive Director:** David Bradley, Chief Operating Officer

1. *A risk assessment has been undertaken around the legal issues that this paper presents and there are no issues that need to be referred to the Trust Solicitors.*

# **EMERGENCY PLANNING ANNUAL REPORT**

## **1 April 2010 – 31 March 2011**

### **1.0 Introduction**

This report describes the emergency planning and response activities of Oxford Health NHS Foundation Trust during 2010/11 in order to meet the requirements of the Civil Contingencies Act 2004 and NHS Emergency Planning Guidance 2005.

During this period of time, the emergency planning lead director was David Bradley, Chief Operating Officer. Justinian Habner, Trust Secretary, was the Emergency Planning Liaison Officer (with a focus specific to major incident planning) and Colette Parry, Business and Project Manager (Operations), worked on business continuity planning.

As a consequence of the integration with Community Health Oxfordshire (CHO), from 1 April 2011 the emergency planning and business continuity arrangements are being amended to take account of the new responsibilities placed on the Trust.

### **2.0 Background**

The Civil Contingencies Act 2004 outlines a single framework for civil protection in the United Kingdom. Part 1 of the Act establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at local level.

The Act divides local responders into two categories, imposing a different set of duties on each. Category 1 responders are those organisations at the core of the response to most emergencies, and are subject to the full set of civil protection duties. Category 2 responders have a lesser set of duties and are required to co-operate and share relevant information with other Category 1 and 2 responders.

As a mental health NHS provider, Oxford Health NHS Foundation Trust had no formal Category status under the Act. However, from 1 April 2011, with the integration of CHO, the Trust became a Category 1 responder.

Nevertheless, during 2010/11, the Trust collaborated with NHS providers, local authorities and other partners to help establish and maintain a comprehensive and co-ordinated response framework.

#### **2.1 Definition of a Major Incident**

For the NHS, a major incident is defined as any occurrence that presents serious threat to the health of the community, disruption to the service, or causes (or is likely to cause) such numbers or types of casualties as to

require special arrangements to be implemented by hospitals, ambulance trusts or primary care organisations. The term major emergency is used in the Civil Contingencies Act 2004.

### **3.0 Emergency Preparedness – Oxford Health NHS Foundation Trust**

#### **3.1 Major Incident Plan**

The Major Incident Plan is reviewed annually to ensure that it continues to accurately reflect the role of the Trust in a major incident, and how this role fits with those of other NHS organisations and the emergency services. The Major Incident Plan was reviewed and approved by the Board in March 2011, specifically to take account of the Trust's new responsibilities from 1 April 2011 following integration with CHO.

#### **3.2 Business Continuity Plan**

During 2010/11 concerted effort was made to review the business continuity arrangements of all Trust directorates (both service and corporate/support directorates), and develop an over-arching Business Continuity Plan for the Trust. The need for this had been highlighted by an Internal Audit which had provided unsatisfactory assurance on the Trust's business continuity arrangements.

In March 2011, the Board approved a new Trust-wide Business Continuity Plan which outlined how the Trust would continue to discharge core functions in the event of a disruption to business operations. The Trust-wide Business Continuity Plan is supported by Directorate Business Continuity Plans.

#### **3.3 Psycho-social Guidelines**

At the request of the Thames Valley Health Emergency Planning Group, the Trust oversaw the development of a set of guidelines on managing the psycho-social response to major incidents for all NHS and local authority organisations in Thames Valley. The Guidelines were written by subject-matter experts from the Trust and Berkshire Healthcare NHS Foundation Trust and were formally adopted by the Group in November 2010. The Guidelines showed the importance of having appropriately trained staff to manage a psycho-social response and responsibility now rests with commissioners to fund suitable training programmes specific to each county.

#### **3.4 Heat Wave Plan**

Each year NHS organisations are required to renew and revise plans to manage a potential heat-wave. During the heat-wave monitoring period (1 June – 15 September 2010), all service and corporate/support directorates were supported to develop plans and arrangements, and a central cascade/alert system was established to provide directorate leads with early warning of potentially high temperatures above the threshold levels.

### **3.5 Audits**

The Trust was audited by South Central Strategic Health Authority to assess the organisation's business continuity arrangements and preparation for a mass casualty event. The Trust also commissioned its Internal Auditors to review business continuity arrangements across the Trust.

### **4.0 Partnership Working**

The Trust worked in collaboration with a range of partner agencies through formal standing meetings and ad hoc arrangements. Formal committees of which the Trust was a member include:-

#### **Thames Valley Health Emergency Planning Group**

As Lead PCT in Thames Valley, NHS Oxfordshire chairs the Thames Valley Health Emergency Planning Group and the purpose of the Group is to ensure that effective and coordinated arrangements are in place for NHS emergency preparedness and response across Thames Valley in accordance with national policy and direction from South Central Strategic Health Authority.

#### **Oxfordshire Health Emergency Planning Group**

Chaired by NHS Oxfordshire, the purpose of this Group is to facilitate NHS emergency preparedness and, when required, coordinate the NHS response across Oxfordshire. Specifically, this group seeks to enable all health organisations in Oxfordshire to:

- develop emergency plans which reflect national guidance and the requirements of the Civil Contingencies Act 2004
- ensure that health plans are compatible with plans developed by local partner agencies
- participate in exercises to test plans with health and partner agencies such as Oxfordshire County Council, Oxfordshire Fire and Rescue Service, and Thames Valley Police.

#### **Buckinghamshire Health Emergency Planning Group**

Chaired by NHS Buckinghamshire, the purpose of this Group to facilitate NHS emergency preparedness across Buckinghamshire. During 2010/11 NHS Buckinghamshire reviewed its emergency planning arrangements and this group was discontinued.

During the year, the Trust also participated in ad hoc meetings and events specific to identified incidents/issues. These included:-

- adverse weather
- winter resilience planning
- capacity and surge management (in Buckinghamshire)
- planning for the Olympics
- mass casualty planning

### **5.0 Live Events – Severe Weather**

During December 2010 the United Kingdom experienced a prolonged

spell of freezing conditions which included large snowfalls and provided an opportunity for Trust directorates to implement their directorate business continuity plans. As there was no Trust-wide Business Continuity Plan in place during this point in time, the event was managed through the Major Incident Plan with the Trust Secretary agreeing to co-ordinate the response.

The coordination of the health response between health organisations in all counties served by the Trust was particularly important due to the duration of the incident and the disruption to transport networks. Staff members were required to work flexibly and deliver services in the area they lived rather than travelling to their usual work base. Mutual aid plans were also drawn up (but not implemented) in the event that the Trust's transport arrangements for pharmaceutical deliveries failed.

The Trust Secretary coordinated daily situation reports from each directorate area in order to manage the Trust's response and supply NHS Oxfordshire (as Lead PCT) with a summary of the snow's affect on the delivery of health services.

The main lessons from this event included:-

- the need for the Trust-wide Business Continuity Plan to be finalised
- participation in arrangements and committees outside of Thames Valley to be explored (given that the Trust provides some services in Swindon, Wiltshire, and Bath and North East Somerset).

Importantly, the previous incident of severe weather in January 2010 had identified lessons that had been subsequently incorporated into directorate business continuity plans. As a result, most of the Trust's directorates were able to respond to the challenges of a large snow fall in December 2010 with minimal disruption to service delivery.

## 6.0 Training and Exercises

### 6.1 Training

Either in its own right or through PCT's, the Trust participated in tabletop exercises / communication cascades during 2010/11 as described in Table 1.

Table 1. Tabletop exercises for 2010/11.

<b>Date</b>	<b>Exercise</b>	<b>Scenario</b>
May 2010	Exercise Talk Talk	Communications Cascade
September 2010	Exercise Saturn	Recovery
October 2010	Exercise Argus	Terrorism threat and lockdown of healthcare sites
November 2010	Exercise Talk Talk	Communications Cascade
March 2011	Exercise Watermark	Flooding and evacuation of a community hospital

## **7.0 Plans for 2011/12**

Through the integration with CHO the Trust has become a Category 1 responder under the Civil Contingencies Act and, therefore, is subject to the following civil protection duties:

- assess the risk of emergencies occurring and use this to inform contingency planning
- put in place emergency plans
- put in place business continuity management arrangements
- put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- share information with other local responders to enhance co-ordination
- cooperate with other local responders to enhance co-ordination and efficiency.

Accordingly, the focus for 2011/12 will be to ensure that the Trust is able to operate as a Category 1 responder and that the Major Incident Plan and Business Continuity Plan approved by the Board in March 2011 (which were drafted with Category 1 responder status in mind) are fully implemented and tested during the year. An important part of this will include developing training opportunities for key staff/managers/directors.

The arrangements to manage emergency planning and business continuity planning will also be reviewed, alongside the broader review of executive functions, to take account of the increased requirements placed on the Trust.

**Justinian Habner**  
**Trust Secretary (EPLO for 2010/11)**

**18 April 2011**